

Synthesis of Work Group Strategies

Work Group Meeting #7 – October 14, 2016

Introduction

The Work Group to Re-Envision the Jail Replacement Project was formed via resolution to support the Mayor and the Board of Supervisors in developing recommendations to permanently close County Jails #3 and #4 located at the seismically compromised Hall of Justice. The resolution also stated that recommendations should encompass corresponding investments in new mental health facilities as well as address jail retrofits needed to uphold public safety and better serve at-risk individuals. The three co-chairs, Vicki Hennessy (Sheriff), Barbara Garcia, (Director of Department of Public Health), and Roma Guy (Taxpayers for Public Safety), are charged with direction and oversight of the process to ensure the project meets the goals set out by the Board of Supervisors. During monthly meetings from March to August 2016, Work Group members were given the opportunity to break into small groups, discuss the strengths and challenges of the criminal justice system within the framework of the San Francisco Sequential Intercept Model (SIM)¹, and propose ideas to meet the Work Group's goals. Work Group members were also provided with issue briefs in advance of each of these meetings that included suggested intervention strategies developed by members of the Technical Support Team (TST)² on how to divert more individuals from San Francisco's jails. The Work Group Strategies list, attached as Appendix A, presents a synthesis of strategies generated from small group discussions, issue briefs, and the co-chairs. The Work Group will prioritize the strategies that best align with the Work Group's goals during the final two Work Group meetings (October 14, 2016 and October 28, 2016). The Work Group will be asked to consider the following four questions as they prioritize strategies:

1. Does this strategy align with the Work Group goal of reducing San Francisco's jail population safely and justly such that City can permanently close County Jails #3 and #4?
2. Will this strategy help reduce the jail population within three years?
3. Does this strategy create new options for treating mentally ill justice-involved individuals outside of the jail?
4. Will this strategy make an impact in reducing racial disparities among those that are incarcerated in San Francisco?

Approach

All the strategies proposed by the Work Group, TST and co-chairs have been inventoried, synthesized, and grouped into three main categories – capital investments, services and programs, and policies. The **Capital Investment** category includes actions that the City and County of San Francisco (the "City") could fund to create new facilities for people that may otherwise be housed in County Jails #3 and #4. Capital Investment strategies include facility replacement beds proposed by the Sheriff to house the expected jail population and respond to the immediate need to permanently close County Jails #3 and #4. The **Services and Programs** category includes actions that might require the City to strategically invest in new or expanded programs and services to reduce the jail population. The **Policies** category includes actions that would require local or state policy/legal reform.

The complete list of strategies that Work Group members will prioritize on is attached as Appendix A: Work Group Strategies.

Certain strategies generated by the Work Group and TST were assessed based on available data and research to demonstrate the degree to which they could potentially reduce San Francisco's jail population. These strategies will be presented at the Work Group's October 14 meeting and are attached as Appendix B.

¹ Adapted from a national model, the San Francisco Sequential Intercept Model (SIM) is a simplified visual of the criminal justice system that gives an overview of the process from initial contact with law enforcement through disposition, community re-entry, and beyond. It illustrates five different "intercept" points at which interventions can be made to divert individuals from the criminal justice system.

² The TST formed to support the Work Group. Since February 2016, the TST has met at least twice a month to assess the viability of emerging recommendations and prepare content for Work Group meetings.

Appendix A: Work Group Strategies

Capital Investments				
Strategies	#	Actions	Recommendation Source	Prioritize (Y/N)
C1. Invest in City Housing	1	Prioritize the development of affordable housing.	WG	
	2	Create cooperative housing for those exiting custody who are homeless but do not need residential treatment.	WG	
	3	Increase housing capacity: shelter, transitional, supportive, and permanent housing.	Facilities Issue Brief, page 5	
	4	Embed wraparound services in the community, focusing on the Housing Authority Sites.	WG	
C2. Invest in Behavioral Health Facilities	5	Develop a 47-bed Pyschiatric Respite Program located at Zuckerberg San Francisco General to provide voluntary mental health and substance use disorder treatment services.	Facilities Issue Brief, page 5	
	6	Increase the number of available county-funded locked psychiatric beds (e.g., Level 4 of Behavioral Health Justice Center).	Facilities Issue Brief, pages 3-4	
	7	Create a Behavioral Health Justice Center (respite beds, short-term residential treatment beds, long-term residential dual diagnosis treatment beds, short-term secure inpatient transitional care).	Facilities Issue Brief, pages 4-5	
C3. Invest in Navigation and Support Facilities	8	Create a Reentry Navigation Center open 24/7 to provide post release case management to homeless or unstably housed people exiting jail and people participating in post release programs.	Facilities Issue Brief, page 6; Intercept 4-5 Issue Brief, page 6	
C4. Invest in Jail Facility Renovations	9	Renovate County Jail #2 to safely accommodate incarcerated people currently housed at County Jail #4.	Facilities Issue Brief, page 4	
	10	Create an inter-agency and interdisciplinary discharge planning office in County Jail #1 to efficiently plan for exits from custody and ensure a warm handoff of incarcerated people to identified service providers.	Intercept 4-5 Issue Brief, page 3	
C5. Invest in Jail Replacement Beds	11	Build a new jail facility to address gap in jail beds necessary to close seismically deficient CJ#3 and #4.	Sheriff	
	12	Develop a integrated replacement jail/mental health facility with specific mental health treatment beds and programming for criminally involved individuals ineligible for immediate release and diversion.	Sheriff	
	13	Develop contract with Alameda County for replacement jail beds to address gap in jail beds needed to close sesimically deficient CJ#3 and #4.	Sheriff	

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Policies				
Strategies	#	Actions	Recommendation Source	Prioritize (Y/N)
P1. Improve efficiency of case resolution	1	Hold arraignment calendars in the morning and on weekends to reduce the amount of unnecessary time some individuals spend in custody waiting for this initial hearing.	Intercept 3 Issue Brief, page 4	
	2	Create a walk-on calendar for persons with bench warrants to reduce bookings for these warrants.	Intercept 3 Issue Brief, page 4	
	3	Simplify the Supplemental Report process that is required by the Adult Probation Department for all those held in custody on motions to revoke probation. Court hearings are delayed for these people until this process is completed.	Intercept 3 Issue Brief, page 4	
	4	Screen for out-of-county warrants to share information with the Public Defender at arraignment so attorneys can start working on clearing such warrants as soon as possible.	Intercept 3 Issue Brief, page 4	
	5	Share staff between all collaborative courts to track availability of support services and coordinate with service providers to direct court participants as appropriate to available housing, treatment, or peer support opportunities.	Intercept 3 Issue Brief, page 4	
	6	Explore possible policy changes that encourage prosecutors to make plea offers for non-violent crimes that do not include jail time.	Intercept 3 Issue Brief, page 4	
	7	Enable District Attorney's Office to make charging decisions on Saturdays and Sundays to reduce the length of stay of individuals booked into jail on or near the weekend.	Intercept 0-2 Issue Brief, page 8	
	8	Monitor and reduce continuances in case proceedings.	District Attorney	
	9	Extend court hours to nights and weekends to decrease time to disposition.	Intercept 3 Issue Brief, page 5	
P2. Increase use of collaborative courts	10	Expand use of location-specific collaborative courts.	WG	
	11	Provide incentives to increase the likelihood that defendants will elect to seek treatment through collaborative court processes.	Intercept 3 Issue Brief, page 5	
P3. Reduce or eliminate bail payment	12	Advocate for reduction of bail amounts in San Francisco Superior Court's bail schedule.	WG	
	13	Subsidize bail payments for some incarcerated individuals.	Intercept 0-2 Issue Brief, page 8	
	14	Advocate for reform of statewide laws on bail.	WG	
P4. Increase release opportunities	15	Advocate for state legislature to expand eligibility for cite and release.	WG	
	16	Explore how to apply governor's Credit Earning Program so that incarcerated people are eligible for release earlier.	Intercept 4-5 Issue Brief, page 3-4	
P5. Reduce or eliminate housing of federal detainees	17	Terminate contract with federal government to house federal prisoners.	Intercept 3 Issue Brief, page 4	
P6. Continue to invest in data collection, data sharing, data quality, and data transparency	18	Expand role of JUSTIS to support use of criminal justice data to inform system improvements and coordinate efforts across multiple justice jurisdictions.	WG	
	19	Continue Sheriff Department's efforts to clean data so that City can calculate definitively which strategies will allow City to reduce population by 83,220 bed days.	WG	
	20	Coordinate inter-departmental data collection and quality control effort for missing variables listed in Burns Report and Appendix A of Data Brief (especially race/ethnicity data).	WG	
P7. Adopt policies that will reduce racial disparities	21	Ensure any investments in capital, programs, and services include an analysis on disparate racial impact.	WG	

Appendix A: Work Group Strategies

Services and Programs				
Strategies	#	Actions	Recommendation Source	Prioritize (Choose up to 3 from each category)
S1. Develop coordinated continuum of services that address root causes of incarceration	1	Expand recuperative care sites (e.g., Sobering Center, DORE Urgent Care).	Intercept 0-2 Issue Brief, page 4	
	2	Expand 24-hour psychiatric center (no beds).	WG	
	3	Extend an individual's length of stay in treatment facilities.	WG	
	4	Increase the number of residential treatment beds available for individuals with substance abuse dependencies and/or mental health needs (e.g., 47-bed Psychiatric Respite Program, Levels 2 and 3 of Behavioral Health Justice Center).	Facilities Issue Brief, page 3	
	5	Implement Women and Gender Responsive Blue Print strategies and other to be developed strategies as a part of a collaborative effort focused on exits from custody and increased self-sufficiency	Roma Guy	
	6	Use mobile bus platforms (like Lava Mae showers) to bring services to communities.	WG	
S2. Expand and improve non-law enforcement outreach and intervention	7	Expand the work of the Homeless Outreach Team (HOT) and case managers to provide wrap-around services.	WG	
	8	Allow trained employees outside the criminal justice system conduct welfare checks.	WG	
	9	Improve the Street Violence Intervention Program (SVIP) which provides street outreach and engagement, public education, food distribution, family support, crisis response, and community mobilization.	WG	
	10	Increase the number of behavioral health and mental health professionals outside the criminal justice system on the streets.	WG	
	11	Create a critical response team where community members partner with police to respond to calls, deescalate situations, and attend to community concerns.	WG	
	12	Expand the capacity of 911 call centers to deal with mental health crises through dispatcher training or installing mental health workers in the centers.	WG	
	13	Establish a joint response team of mental health crisis clinicians and police officers.	WG	
	14	Promote greater coordination between 5150 releases and discharges.	WG	
S3. Expand opportunities for pre-booking and pre-trial release	15	Expand the capacity of the SFPD Crisis Intervention Team (CIT) to conduct comprehensive health assessments prior to arrest.	WG	
	16	Review the success rate of diversion programs and expand what works.	WG	
	17	Expand Pretrial Diversion's capacity to serve more clients.	Intercept 3 Issue Brief, page 3	
	18	Increase the capacity of Public Defender's Bail Unit to file more motions to reduce or eliminate bail in more cases.	Intercept 3 Issue Brief, page 3	
	19	Develop pilot program in which law enforcement can redirect low-level offenders to services instead of jail (e.g., Seattle LEAD program).	WG	
S4. Expand opportunities for non-traditional case resolution	20	Create a one-stop-shop triage center to make pre-booking diversion easier for arresting agencies.	Intercept 0-2 Issue Brief, page 5	
	21	Expand formal supervision courts to identify those who are just about to have their probation revoked and proactively work to determine what else could be done instead of returning an individual to custody.	Intercept 3 Issue Brief, page 4	
	22	Increase the capacity of the Sentencing Planner Program at the District Attorney's Office to conduct more in-depth case reviews that determine if alternatives to incarceration are appropriate for defendants.	Intercept 3 Issue Brief, page 4	
	23	Explore possibility of sentencing people directly to probation with electronic monitoring, eliminating the need for sentenced people to spend time in custody awaiting release.	Intercept 4-5 Issue Brief, page 3	
	24	Create a conservatorship court to support individuals with complex behavioral health needs to receive treatment in the least restrictive environment.	Intercept 3 Issue Brief, page 4	

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S5. Expand and improve discharge planning and reentry services	25	Integrate more previously incarcerated individuals into the Mentoring and Peer Support program (MAPS) which provides peer mentoring and support services for clients with co-occurring disorders within the Behavioral Health Court, the Drug Court, and the Veterans Justice Court.	WG	
	26	Expand funding for community-based organizations to better coordinate their work with discharge planning.	WG	
	27	Expand community-based mentoring opportunities between previously incarcerated community members and peers still entrenched in the system.	WG	
	28	Expansion of existing effective and evidence-based community reentry services.	Intercept 4-5 Issue Brief, page 6	
	29	Use Swords to Plowshares model to serve more people exiting the jail system (Swords to Plowshares provides case management and housing to veterans exiting San Francisco's jail system).	Roma Guy	
	30	Consolidate reentry and social services and resources for at-risk populations and previous offenders, making them more accessible and well-staffed.	WG	
S6. Expand housing accessibility for individuals exiting custody	31	Expand wraparound services like the Housing and Employment for Recovery Outcomes (HERO) program which provides six months of no-cost housing and supported employment to Behavioral Health Court defendants.	WG	
	32	Explore funding a housing voucher program to financially support families that are willing to take in homeless individuals exiting custody.	Intercept 3 Issue Brief, page 4	
	33	Assess the need for Board and Care options and whether these facilities could be subsidized or incentivized by the City.	Intercept 3 Issue Brief, page 4	
	34	Increase the number of State Hospital beds.	Facilities Issue Brief, page 3-4	
	35	Grant homeless or unstably-housed people leaving jail and community treatment programs priority access to existing subsidized housing.	WG	

Appendix B: Strategies Impact Assessment

Reduction target from July meeting is: 83,220 bed days

Strategies	#	Actions	Likely to impact jail population?	Likely magnitude of impact? (bed days)	What would it take?	Evidence	What don't we know?
C1	3	Increase housing capacity: shelter, transitional, supportive and permanent housing	Yes	Don't know	Increase City funding for supportive housing development and service provision	Individuals placed in SF supportive housing during Fiscal Year 2010-11 (FY11) were 59 percent less likely to have at least one jail stay after placement than before (296 individuals in FY10, 122 individuals in FY14). Source: SF Budget and Legislative Analyst	Was supportive housing responsible for the decrease in jail stays?
C2	6	Increase the number of available county-funded locked psychiatric beds. (e.g., Level 4 of Behavioral Health Justice Center)	Yes	1,000s	Fund additional locked facility beds for people found in need of conservatorship, incompetent to stand trial on misdemeanors, or unlikely to restore to competency on felony charges.	Best data available suggests 4,025 bed days occupied by 35 people in 2015 waiting for transfer to county-funded locked psychiatric beds.	
P1	1	Hold arraignment calendars in the morning and on weekends to reduce the amount of unnecessary time some individuals spend in custody waiting for this initial hearing	Yes	100s	Advocate with SF Superior Court to staff arraignment hearings on weekend. District Attorneys, Public Defenders and Sheriff's Deputies would also need to work weekends.	<ul style="list-style-type: none"> Best data available suggests weekend arraignment may reduce bed days by 254 224 individuals were arrested Thurs-Sun and released on OR at arraignment 	
P1	7	Enable District Attorney's Office to make charging decisions on Saturdays and Sundays to reduce the length of stay of individuals booked into jail on or near the weekend	Yes	1,000s	Unknown if will require new DA or Police staff, but may require 2 extra Sheriff shifts in records unit	<ul style="list-style-type: none"> Best data available suggests weekend charging decisions may reduce bed days by 3,497 for people arrested on or near the weekend, but may be an overestimate. DA chose not to file charges for 3,090 court numbers related to arrests made Thurs-Sun in 2015. 	<ul style="list-style-type: none"> Analysis is based on general policies for rebooking timelines, not actual custody data. How long are individuals actually in custody? How many individuals are released on OR or bail prior to rebooking decision? How many individuals whose charges were downgraded from a felony to a misdemeanor at rebooking were released as a result?
P3	12	Advocate for reduction of bail amounts in San Francisco Superior Court's bail schedule	Yes	Don't know	Engage SF Superior Court officials in discussion	Public Policy Institute of California (PPIC) estimated that "a 31 percent drop in the statewide average bail level, which equates to a \$10,000 decrease, would result in a 4 percentage point reduction in the share of unsentenced inmates." ¹	Are these statewide findings relevant to San Francisco?
P3	13	Subsidize bail payments for some incarcerated individuals	Yes	Don't know	City would need to determine who is available and fund subsidies. It is unknown what barriers to implementation exist (e.g., legal restrictions)	<ul style="list-style-type: none"> It is not known who would be eligible for bail subsidies. 75 individuals in jail on August 23, 2016 had a bail <\$50,000 and were not being held for other reasons (e.g. out-of-county hold). 	<ul style="list-style-type: none"> How many people would be eligible for bail subsidies? Estimates are for a snapshot day. What would be cost and impact for an entire year? At what rate would individuals released on bail recidivate? What would be jail impact for those who fail to appear in court?
P3	14	Advocate for reform of statewide laws on bail	Yes	Don't know	Advocate with State	See above. It is unknown who would be impacted by bail reform.	How many more individuals would be released on bail post-reform than pre-reform?
P5	17	Terminate contract with federal government to house federal prisoners	Yes	10,000s	Must provide 30 day notice for contract termination	Federal detainees accounted for 14,299 jail bed days in 2015, based on Sheriff data.	

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Reduction target from July meeting is: 83,220 bed days

S1	4	Increase the number of residential treatment beds available for individuals with substance abuse dependencies and/or mental health needs (e.g., 47-bed Psychiatric Respite Program, Levels 2 and 3 of Behavioral Health Justice Center)	Yes	10,000s	Fund additional residential mental health and substance abuse treatment services that accept people from San Francisco jails.	Best data available suggests 10,732 bed days occupied per year by 276 people waiting for transfer to residential treatment programs.	<ul style="list-style-type: none"> • Some people do not complete residential programs. How many return to custody? For how long? • If there isn't a long waiting list for residential treatment, how many more individuals would choose to participate?
S3	19	Develop pilot program in which law enforcement can redirect low-level offenders to services instead of jail (e.g., Seattle LEAD program)	Yes	Don't know	Currently in planning phase. Will apply for state funding in Spring 2017	2016 LEAD Evaluation: Compared to the control group, the LEAD group spent 39 fewer days in jail per year subsequent to their evaluation entry. (Source: http://leadkingcounty.org/lead-evaluation/)	<ul style="list-style-type: none"> • Would results be similar in San Francisco? • How many people would be served? • What are longer term recidivism impacts of the program?
S6	34	Increase the number of State Hospital beds.	Yes	1,000s	Advocate with state to fund more state hospital beds for people deemed incompetent to stand trial for felonies or not guilty by reason of insanity.	Best data available suggests 3,323 bed days occupied by 52 people in 2015 waiting for transfer to the State Hospital.	

¹Tafoya, Sonia M. "Assessing the Impact of Bail on California's Jail Population," Public Policy Institute of California.